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Village of Mount Gilead, Ohio
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January 22, 2014

R05-14-A-045

Environmental Management Support, Inc.
Attn: Mr. Don West
8601 Georgia Avenue, Suite 500
Silver Spring, MD 20910

Mr. West:

The Village of Mount Gilead, Ohio is submitting the attached application for a Community-Wide Brownfield Assessment Grant in the amount of \$200,000. Mount Gilead has a rich history and many positive attributes, while at the same time facing extraordinary economic challenges. We have the strategic foundation to put the plan into action, a highly capable team, and a track record of leveraging successful brownfield projects. With EPA's support, we will address the city's challenges by facilitating new investment.

Mount Gilead was founded when industrial facilities were the focal point of communities, and over 100 years of industrial operations created over 50 acres of brownfields in this small, 4.5 square-mile town. These sites have impacted soil and groundwater with numerous contaminants, which pose a health threat to nearby sensitive populations and are likely migrating to Whetstone Creek. From its beginnings, industry has been a main support for Mount Gilead. Various mills were an early staple in the Village, followed by a tile factory and with technological advances, eventually the Hydraulic Press Manufacturing Company (HPM). HPM laid off more than 600 employees over the past decade, erasing many of the best-paying jobs in Mount Gilead. HPM transferred their remaining operations, and nearly 100 additional jobs, to another Ohio community in 2011.

Mount Gilead is a micro-community, with a population of 3,660 as of the 2010 Census. The Target Community described within this proposal, therefore, is the entire Village. The Village's Comprehensive Plan provides a strategic blueprint for community development and redevelopment in the 1.6 square miles that comprise Mount Gilead. The Plan's focus for commercial and industrial redevelopment is on the Village's northwestern portion, where active industrial operations coexist with brownfields.

The Village's ability to tackle these brownfields is limited by current financial conditions, resulting from the 2008 national recession and Ohio's subsequent budget crisis. The Village's general fund has been cut by nearly 20%. No layoffs have occurred yet; however, the general fund reduction has caused the Village to delay purchase of much-needed new police vehicles and also delay road improvements. In addition, the recent closing of HPM Plant 2 and Core Systems resulted in the annual loss of \$150,000 in income tax revenue for the Village.

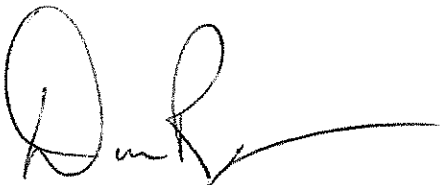
Mount Gilead's Comprehensive Plan was created because local leaders wanted to actively develop a plan for community development and redevelopment rather than simply react to economic changes. A

Steering Committee, comprised of Village officials, residents, and business professionals lead the effort, the result of which is a series of recommendations and a long-term vision for future development. Through public meetings and a survey mailed to Village residents, more than one third of its residents contributed to Mount Gilead's vision for its future. The Plan identifies the northwestern portion of the Village (which is where two Priority Sites are located) as the primary area for industrial redevelopment because of existing and former industrial uses and the presence of necessary infrastructure.

Mount Gilead has a plan to address brownfield issues, and we are tackling the environmental legacy of our industrial history in order to continue revitalizing our neighborhoods to the benefit of our residents and businesses. The Brownfield Assessment Grant will provide a powerful tool to offset the technical, financial, and timing challenges we face.

- a. Applicant Identification: Village of Mount Gilead
72 West High Street
Mount Gilead, Ohio 43338
- b. Dun and Bradstreet (DUNS): 170092241
- c. Funding Requested:
 - (i) Grant type: Assessment
 - (ii) Amount: \$200,000
 - (iii) Contamination: \$200,000 Hazardous Substances
 - (iv) Community-wide
- d. Location: Village of Mount Gilead, Ohio
- e. Not Applicable - Not a site-specific proposal
- f. Contacts:
 - (i) **Project Director:** Mr. Dan Rogers, Village Administrator
72 West High Street, Mount Gilead, Ohio 43338
Phone: (419) 946-1931, email: mtgileadgov@myomnicity.com
 - (ii) **Chief Executive:** Mr. Mike Porter, Mayor
72 West High Street, Mount Gilead, Ohio 43338
Phone: (419) 946-3926, email: mayor-mtgilead@myomnicity.com
- g. Date Submitted: January 22, 2014
- h. Project Period: Three years
- i. Population: 3,660 (*U.S. Census Bureau 2010*)
- j. Other Considerations: Attached

Sincerely,



Dan Rogers, Village Administrator
Mount Gilead, Ohio

**FY 2014 UNITED STATES ENVIRONMENTAL PROTECTION AGENCY (EPA)
BROWNFIELDS HAZARDOUS SUBSTANCES AND PETROLEUM ASSESSMENT
GRANT APPLICATION
SUBMITTED BY VILLAGE OF MOUNT GILEAD, OHIO**

RANKING CRITERIA FOR ASSESSMENT GRANTS

1. Community Need

1.a. Targeted Community and Brownfields

1.a.i The Village of Mount Gilead (the Village) was founded when industrial facilities were the focal point of communities, and over 100 years of industrial operations created over 50 acres of brownfields in this small, 4.5 square-mile town. These sites have impacted soil and groundwater with numerous contaminants, which pose a health threat to nearby sensitive populations and are likely migrating to Whetstone Creek. From its beginnings, industry has been a main support for Mount Gilead. Various mills were an early staple in the Village, followed by a tile factory and with technological advances, eventually the Hydraulic Press Manufacturing Company (HPM). HPM laid off more than 600 employees over the past decade, erasing many of the best-paying jobs in Mount Gilead. HPM transferred their operations, and the nearly 100 remaining jobs, to another Ohio community in 2011.

Mount Gilead is a "micro community," with a population of 3,660 as of the 2010 Census so the entire Village comprises the Targeted Community for this grant proposal. The Village's Comprehensive Plan provides a strategic blueprint for community development and redevelopment in the 1.6 square miles that comprise Mount Gilead. The Plan's focus for commercial and industrial redevelopment is on the Village's northwestern portion, where active industrial operations coexist with brownfields.

1.a.ii. Statistics comparing Mount Gilead to County, State, and National figures are presented below.

	<u>Mount Gilead</u>	<u>Morrow County</u>	<u>Ohio</u>	<u>National</u>
Population	3,660 ³	34,896 ³	11,536,504 ⁴	308,745,538 ⁴
Unemployment	Not available	6.5% ²	7.5% ²	7.2% ²
Poverty Rate	11.33% ⁴	14.7% ³	16.3% ³	15.1% ⁴
Percent Minority	2.9% ⁴	2.3% ³	17.3% ⁴	26.7% ⁴
Median Household Income	\$38,515 ⁵	\$51,623 ³	\$46,829 ³	\$49,445 ³

¹Census Tract 1651.00 - data from Federal Financial Institutions Examination Council, 2010 Data

² Data from Bureau of Labor Statistics- www.bls.gov, October 2013

³Data from American Community Survey (2010-2012) - www.factfinder.census.gov

⁴Data from 2010 U.S. Census and is available at www.census.gov

⁵Data from bao.esri.com for 2012 - Esri data derived from US Census 2010 Summary File 1

Mount Gilead is a micro community; therefore, unemployment statistics were not available for the Village. However, according to the Village Administrator, the Village unemployment rate generally follows that of Morrow County.

1.a.iii. The overriding health and welfare concern is the sheer number of brownfields located adjacent to and within neighborhoods throughout the Village. The Village completed an assessment of historical property use in preparation for this grant application using decades of community

knowledge, site reconnaissance, review of Sanborn Fire Insurance Maps and review of chemical-intensive operations (auto sales and repair, dry cleaners, machine shops, auto body shops, coal yards, and salvage yards) and identified over 20 additional brownfields. The following four high Priority Sites illustrate the threats posed by brownfields and demonstrate the need for EPA assessment funds. These Priority Sites were selected based on known or suspected contamination, proximity to sensitive populations, and high redevelopment opportunity.

Priority Site (Size and location)	Historic Use(s) / Possible or Known Contaminants	Potential Exposure Pathways and Health Effects¹
Former HPM Plant 2 <i>Approx. 28 acres adjacent to HPM Plant 1, low-moderate income neighborhoods, and Whetstone Creek</i>	Former hydraulic stamping press manufacturing / volatile organic compounds (VOCs), polynuclear aromatic hydrocarbons (PAHs) and metals, and asbestos and lead-based paint	Physical hazards (vacant, blighted structures), inhalation (asbestos, lead, and VOCs), ingestion (lead and other metals) and direct contact (PAHs and metals) / headaches, poor coordination, anemia/bone marrow problems, reproductive problems/birth defects (lead), respiratory problems, nerve damage, liver/kidney damage, cancer
Core Systems <i>Approx. 8.5 acres adjacent to HPM Plant 1, low-moderate income neighborhoods, and Whetstone Creek</i>	Former induction molding / PAHs, asbestos and lead-based paint.	Inhalation (asbestos), direct contact (PAHs) / headaches, respiratory problems; ingestion (lead) reproductive problems/birth defects
Former Bulk Oil Station <i>Approx. 4 acres adjacent to neighborhood and one block from downtown</i>	Former bulk oil distribution / VOCs, PAHs, and polychlorinated biphenyls (PCBs) suspected; conditions unknown.	Inhalation (VOCs) and direct contact (PAHs and PCBs) / headaches, poor coordination, anemia/bone marrow problems, reproductive problems/birth defects respiratory problems, nerve damage, liver/kidney damage, cancer
Former Coal Yard <i>Approx 2 acres of now vacant land adjacent to HPM Plant 1 and low-moderate income neighborhoods</i>	Coal storage for former adjacent industrial operations / metals	Inhalation, direct contact / neurological damage, chronic asthma and bronchitis, cancer
¹ Agency for Toxic Substances and Disease Registry (ATSDR), <i>ToxFAQs</i> .		

1.a.iv. The EPA's Toxic Release Inventory (TRI) Database indicated that HPM Corporation, as well as other industrial facilities in Mount Gilead, contributed tens of thousands of pounds of air pollutants to the Village's air quality. Now that HPM and Core Systems, as well as other plants are closed and have become brownfields, emissions may be lower but residents living near these sources have already been exposed to numerous airborne contaminants and continue to be exposed to residual contaminants via airborne particulate inhalation, particulate ingestion, and vapor intrusion pathways, representing an environmental justice concern for the Village.

1.b. Impacts on Targeted Community

The priority sites, located adjacent to residential neighborhoods, negatively impact sensitive populations by potentially exposing them to numerous contaminants via direct contact, particulate ingestion, airborne particulates inhalation, and vapor intrusion pathways. The Ohio Department of Health (ODH) used data for 2006 from the Centers for Disease Control and Prevention, Behavioral Risk Factor Surveillance System to determine that estimated prevalence of children with reported



asthma for Morrow County was 14.9%, compared to 13.3% for the State and 9.3% for the nation. Additionally, adult asthma rates for adults earning less than \$25,000 range from 2 to 4 times the rates for those making \$25,000 or more. ODH also compiles data for incidence of chronic lower respiratory diseases (formerly known as chronic obstructive pulmonary disease (COPD)). According to ODH published data for 2004 – 2006, chronic lower respiratory diseases incidence rate (cases per 100,000 population per year) for Morrow County (62.3) exceeds the rate for Ohio (49.2) and the U.S. (43.2). These numbers demonstrate 1) the breadth of health concerns across Mount Gilead's population and 2) a disproportionate impact from pollution to residents living adjacent to or near brownfields.

Another health and environmental concern is the potential for migration of contaminants from brownfields to Whetstone Creek and the Village's water supply. Two of the Priority Sites, the HPM 2 Plant and the former Core Systems are situated within 100 feet of the Whetstone Creek. Whetstone Creek supports a wide and diverse assemblage of aquatic life; over 30 fish species have been identified in the Creek by the Ohio EPA. Fifteen of the identified species are considered to be environmentally sensitive. The Village relies entirely on groundwater for its water supply. Five wells, which are located within the Village and down-gradient of the HPM 2 Plant and Core Systems sites, supply all the Village's drinking water.

1.c. Financial Need

1.c.i Mount Gilead's economic success has long been tied to a manufacturing base that has slowly crumbled, triggering a loss of employment opportunities and money available for investment in the community. The Village is facing an ever-tightening budget as property values decline and local income tax revenues plummet (*Mount Gilead Village Administrator*). Mount Gilead needs additional funding to continue assessing the brownfields that are contributing to the ongoing deterioration of neighborhoods, commercial zones, and industrial districts. This is because of the gradual, decades-long loss of jobs, especially from HPM Corporation, which has exacerbated the need for good-paying manufacturing jobs. Redevelopment of the Priority Sites will spur economic growth, provide residents with much needed employment opportunities, and increase the Village's property and income tax base.

Other economic factors further limit Mount Gilead's ability to draw on other resources for assessment of brownfields.

- Ohio's Local Government Fund contribution to the County has been cut in half since its peak in 2001.
- The Village's general fund has been cut by nearly 20%. No layoffs have occurred yet; however, the general fund reduction has caused the Village to delay purchase of much-needed new police vehicles and also delay road improvements.
- The recent closing of HPM Plant 2 and Core Systems resulted in the annual loss of \$150,000 in income tax revenue for the Village.

1.c.ii The Village's primary financial concern is the lack of quality employment opportunities, which is disproportionately impacting the hundreds of residents who previously had good-paying manufacturing jobs at HPM Corporation and Core Systems. In 2001, HPM Plant 1 closed, causing a loss of nearly 600 jobs. Plant 2 closed when HPM's owner moved the business to Columbus in 2011, causing the loss of another 100 jobs. Core Systems, another major employer in the Village, closed its molding plant in 2013; nearly 100 hourly and salaried employees were given less than five days notice that they were losing their jobs. The job losses were exacerbated because the



majority of the unemployed live in neighborhood immediately surrounding the sites. This is demonstrated by a comparison of Mount Gilead's median household income to that of Morrow County, Ohio, and the U.S. The Village's median household income is approximately 25% lower than that of the County, approximately 18% lower than the State's, and 22% lower than the U.S. (Section 1.a.ii).

2. Project Description and Feasibility of Success

2.a. Project Description

2.a.i With a 2010 population of 3,660, Mount Gilead is a micro-community (Section 1.a). However, the Village has a Comprehensive Plan, which was created because local leaders wanted to actively develop a plan for community development and redevelopment rather than simply react to economic changes. A Steering Committee, comprised of Village officials, residents, and business professionals lead the effort, the result of which is a series of recommendations and a long-term vision for future development. Through public meetings and a survey mailed to Village residents, more than one third of its residents contributed to Mount Gilead's vision for its future. The Plan identifies the northwestern portion of the Village (which is where two Priority Sites are located) as the primary area for industrial redevelopment because of existing and former industrial uses and the presence of necessary infrastructure.

After a site is deemed eligible by the EPA, the community will be notified and the site will be assessed through performance of a Phase I Environmental Site Assessment (ESA) and/or a Phase II ESA. Phase I ESAs will be conducted according to the requirements of All Appropriate Inquiry (ASTM Standard E1527) and, where appropriate, the Ohio Administrative Code (OAC) 3745-300-06 for the Ohio Voluntary Action Program (VAP). A qualified environmental consultant will design Phase II ESAs conforming with ASTM Standard E1903-97 and, where appropriate, the Ohio VAP to investigate areas of potential environmental impacts. Specialized assessment procedures will be instituted to ensure that the community is protected from contaminants during assessment work. Upon receipt of assessment results, the environmental consultant will work with the Village Administrator, potential developer, and community partners to devise liability management, cleanup, and site use strategies that support redevelopment efforts. After completion of initial assessment activities, additional safe use or remedial investigations may be needed to further define the extent of contamination and design environmental response actions for cleanup and safe future use of the site. As appropriate, contaminated sites will be entered into the Ohio Voluntary Action Program (VAP). The results of assessments will be disseminated to the community through public meetings and notification of community organizations (Sections 3.a and 3.c). If health threats are identified, the OEPA and the Morrow County Health Department will be notified (Section 3.b). If needed, the Village will seek additional funding from local and state sources and/or the EPA (Section 2.c) for additional assessment and subsequent environmental response activities.

Assessment data will be used to determine the nature and extent of contamination; evaluate exposure pathways; conduct cleanup planning to determine appropriate mitigation/remediation strategies that are protective of human health and the environment; and support redevelopment activities. These assessments will support commercial/industrial redevelopments in areas with existing infrastructure, creating local jobs and amenities.

The public will be notified of scheduled assessment activities. Program outputs and outcomes will be regularly entered into the Assessment, Cleanup, and Redevelopment Exchange System (ACRES)



database following Phase I and II ESAs, and subsequent remediation, and/or redevelopment activities.

A Health and Safety Plan (HASP) will be completed for each site where intrusive sampling will occur, and access to the site will be controlled with fencing and signage during assessment operations. As specified in the HASP, when subsurface samples are collected or hazardous building materials are disturbed, the release of particulates and vapors will be monitored and controlled through use of engineering controls and specialized work practices. Decontamination water and purge water generated during groundwater sampling activities will be containerized on-site and appropriately disposed. The assessment data generated will be used to help the Village and/or a developer determine how to protect the community during redevelopment activities.

2.a.ii. The Village Administrator, other supporting Village staff, and a qualified environmental consultant (the project team) will lead the community-oriented Assessment Grant project to support revitalization in accordance with the Plans. The project team will begin by preparing an overall 36-month project budget to ensure the project remains on schedule. The project team will meet monthly to ensure individual projects are progressing, the overall project schedule benchmarks are being met, and the grant project is completed within the three-year grant cycle. The Village Administrator will be responsible for day-to-day grant operations including updating and maintaining the brownfields inventory; distributing information to the community; prioritizing sites for assessment; and tracking project progress. The Village Administrator will also be responsible for procuring all contractual services (e.g., environmental consultant), submittal of required reports to the EPA, and managing the brownfields information within the Village's geographic information system (GIS) database. The Village Administrator will be supported by the Village Mayor and Treasurer.

The Village will adhere to the following timeline to ensure Assessment Grant funds are expended by the end of the 3-year cooperative agreement period. The Village Administrator will host a project "kick-off" meeting with its community partners and prepare a Work Plan within one month of receiving notification of the Assessment Grant award. Concurrently, the Village will retain a qualified environmental consultant in compliance with applicable federal procurement regulations. The consultant will assist with grant management operations, perform the assessment work, and assist with required reporting. The Priority Sites have already been identified (Section 1); therefore, assessments will begin within one to two months of retaining an environmental consultant.

Site access will be obtained as follows:

- For property transfers, a site access agreement will be included with the purchase agreement between the current and prospective owners.
- For tax foreclosures, the Village will work with the Morrow County Auditor's Office to obtain site access.
- For lender foreclosures, the Village will obtain an access agreement from the lender.
- For sites that present an imminent threat to public welfare or the environment, the Village will use its nuisance abatement authority under the Ohio Revised Code, or work with Ohio EPA to obtain site access.

2.a.iii. The Priority Sites (Section 1.a.iii) were selected because their location within or near the Village's industrial area is key to the Village's plan to create new jobs and the corresponding larger tax base to support the Village's mission.



As the grant project progresses, other priority sites, as well as high-risk and developable sites identified by community members and community organizations (Sections 2.a, 3.a, and 3.c) will be integrated into the project. The project team will develop a prioritization ranking system to assist in selecting additional sites for assessment based on the following factors. First, sites where available information suggests an imminent threat to public welfare or the environment exists. Second, high-opportunity brownfields (Section 1) that will help the Village achieve the Comprehensive Plan's targeted goals and objectives. Third, brownfields that receive interest for redevelopment or are identified as high community priorities during implementation of the Grant.

The Assessment Grant will support a key step in reaching goals described in Mount Gilead's Comprehensive Plan, which is the assessment of brownfields in the Village, especially in the Village's northwestern portion, which are negatively impacting the health and welfare of sensitive populations, the environment, and the Village's economy. The intent of this approach is to create a transformative impact on areas in which other funding, such as a Community Development Block Grant (CDBG) and other Village resources are already concentrated. This approach will focus on assessing the unique needs of Village residents, building capacity and stability within the community, and fostering neighborhood involvement and support.

2.b. Task Description and Budget Table

Task 1 - Community & Stakeholder Outreach: The Village included an outreach budget of \$8,000. These costs will include contractual costs of \$4,000 (40 hours at approximately \$100/hour) and \$4,000 in Village personnel time (80 hours at approximately \$50/hour) for coordinating and providing community outreach and educational programs and meetings. Effort beyond \$8,000 will be provided in-kind through additional labor and expenses (i.e. travel and supplies) needed to conduct environmental outreach meetings, draft press releases, and update the Village website as new information is generated, and other activities to complete the community outreach programs. Planned community and stakeholder outreach activities are described in Section 3.

Task 2 - Site Assessment: Sites will be evaluated through performance of Phase I and/or II ESAs (conducted in accordance with All Appropriate Inquiry (ASTM Standard E1527) and other ASTM standards and practices) and, when appropriate, the Ohio Voluntary Action Program (VAP). The costs for completing Phase I and Phase II ESAs will vary depending on the complexity and whether VAP compliance is required. Over 85% of the site assessment task budget (70% of the total budget) will be used to conduct Phase II ESAs. The Village estimates Phase I ESAs will cost \$3,000 to \$6,000, VAP Phase I Property Assessments will cost \$7,000 to \$9,000, and Phase II ESAs will cost \$20,000 to \$50,000. The budget includes contractual costs of \$165,000 based on conducting five Phase I ESAs at an average cost of \$5,000 (\$25,000 total), and four Phase II ESAs at an average cost of \$35,000 each (\$140,000 total).

Task 3 - Cleanup and Reuse Planning: The Village will conduct cleanup/redevelopment planning in accordance with OEPA programs where redevelopment is imminent. This may include preparation of cleanup plans, assessment of cleanup/redevelopment alternatives, and evaluation of institutional and engineering controls. Contractual costs for this task are estimated at \$24,000, based on completing two cleanup and reuse plans at three hazardous substances sites at \$8,000 each.

Task 4 - Programmatic Costs: The Village will provide in-kind, labor resources and supplies associated with programmatic costs, including documenting the brownfields site selection process, coordinating and conducting operational meetings, and other activities associated with grant functions. The in-kind effort will consist of two hours per week for implementing programmatic



activities, equaling an in-kind contribution of up to \$7,500 (150 hours at \$50/hour). The programmatic costs of \$3,000 include travel to send one Village staff to two EPA Brownfields Conferences (\$1,500 per conference).

Hazardous Substances Assessment Grant					
Budget Categories	Task 1: Community & Stakeholder Outreach	Task 2: Phase I&II Assessments	Task 3: Cleanup and Reuse Planning	Task 4: Programmatic Costs	Total
Personnel	\$4,000				\$4,000
Travel				\$3,000	\$3,000
Contractual	\$4,000	\$165,000	\$24,000		\$193,000
Sub-Total	\$8,000	\$165,000	\$24,000	\$3,000	\$200,000

2.c Ability to Leverage

The following table identifies local resources that will be leveraged to support assessment needed to determine whether a project and site are technically and economically viable opportunities.

Source	Resources Leveraged/Role of Resources	Estimated Value	Likelihood
Village of Mount Gilead	1) Village staff time for outreach and programmatic activities. 2) Meeting rooms, educational materials, equipment for outreach/workshop events.	\$4,000 from Village Staff (80 hrs at \$50/hr) \$5,000 (meeting venue/equipment/supplies costs of \$500 per event, for ten events)	100%
Environ. Consultant	Assist with documentation/reporting including progress reports, Quality Assurance Project Plan, Health and Safety Plans, administrative meetings.	\$10,000 (100 hrs at \$100/hr)	100% - Village will require

The following existing local, state and federal resources are also available by application and may be used following expenditure of grant funds:

- Additional EPA Assessment, Cleanup, and Revolving Loan Fund (RLF) Grants
- Ohio Development Services Agency (ODSA) Tax Increment Financing (TIF): Funding for local governments to finance environmental remediation, demolition, and public infrastructure.
- Enterprise Zones: Provides substantial tax reductions (up to 75%, up to 10 years) to businesses for new construction or large building additions in designated areas of Mount Gilead.

3) Community Engagement and Partnerships

3.a. Plan for Involving Target Community & Other Stakeholders and Communicating Project Progress: The Village of Mount Gilead has an established culture of community involvement. The development of the Comprehensive Plan is a prime example of Mount Gilead's community participation. The Village held public meetings and conducted citizen surveys to collect ideas and develop detailed recommendations. One-third of Mount Gilead residents helped determine the community's vision and the Steering Committee, which included Village leaders,

residents, and business owners, incorporated community input into the final Plan. The Village will use this successful model to incorporate community involvement in the Assessment Grant project.

The Plan for involving the affected community will include three primary efforts: 1) notification of Grant award, 2) “kick-off” meeting and initial outreach, 3) on-going education and communication. Mount Gilead’s residents rely on local newspapers and radio stations and the Village’s website to receive day-to-day news on issues that affect them; therefore, notification of the grant award will be accomplished through the following:

- Issuing an initial press release within the local newspaper, the *Morrow County Sentinel*. The Village will also place advertisements on local radio stations (WVXG-FM and WMRN-FM). Hard copies of the draft Work Plan will be made available at the Mount Gilead public library to ensure access for those without appropriate information technology availability, knowledge, or experience.
- Notifying key community based organizations (e.g., that will have an active role in the project (described in 3c).
- Posting notification of the award and EPA Brownfield Program information on the Village website.

Secondly, the Village will host an initial public kick-off meeting at an appropriate, centralized public venue (e.g. Village Hall) to acquaint the key organizations, as well as community and environmental organizations, educational institutions, and the general public. The Village will educate the organizations on the program and solicit input on brownfields and projects with the highest degree of community interest for assessment and/or redevelopment. The outcomes of the meeting will be distributed through the Village website.

Thirdly, the Village will continue education and outreach activities, including:

- Developing and hosting a brownfields workshop within the first year of the grant program, in coordination with community partners. The OEPA and EPA will be invited, as well as area developers, businesses, lenders, and other business representatives. The workshop will provide a venue to promote and report on the progress of the Village’s Brownfields Program, solicit community input, promote specific redevelopment opportunities, and connect sites with developers and end users.
- Providing regular updates on program progress through the Village website.
- If additional information on brownfield projects is requested by citizens or community organizations, additional public meetings will be coordinated as necessary.

Following completion of an assessment, assessment and cleanup/reuse information will be provided to appropriate community and project stakeholders, including results of the assessments, and explaining health and environmental impacts of findings. The Village and the environmental consultant will present the information at a level of detail dictated by the audience. If health threats are identified, the Village and the Morrow County Health Department (MCHD) will become partners in community involvement and education (Section 3.b) in their areas of specialty. When cleanup and/or redevelopment planning is initiated for a site, more intensive involvement activities, including explanations of plans and solicitation of comments and feedback, will be implemented. At the close of the project, the Village will provide a final report to the community summarizing project outputs and outcomes.



Less than 3% of the Village's population is non-English speaking; therefore, project documents and community outreach notification and activities will be in English.

3.b. Partnerships with Government Agencies

3.b.i Mount Gilead maintains a strong relationship with the Morrow County Health Department (MCHD) which is located downtown. Several MCHD programs, such as environmental nuisance complaints for commercial buildings (e.g. dangerous blight), and environmental health administration relate to the Village's Brownfields program. The MCHD has been actively involved in education/notification, testing, and monitoring related to, radon, mold, lead poisoning, and groundwater protection. The expertise and experience of MCHD will be called upon to help assess off-site health threats posed by contamination; identify toxicological issues and perform risk evaluations; design and conduct notification/education programs; and coordinate health testing if migration of contamination from a brownfield is confirmed.

3.b.ii Through its successful environmental and brownfield redevelopment programs, the Village has established a strong and productive relationship with the OEPA, Ohio Department of Transportation (ODOT), and the Ohio Water Development Authority (OWDA). The Village will continue to foster these partnerships with activities associated with the Assessment Grants. The Village will also work closely with the OEPA to help ensure appropriate assessment and cleanup activities on brownfields. This project will be conducted in compliance with OEPA guidance documents and Ohio's Voluntary Action Program. The Village will work with OEPA staff for resolution of regulatory or procedural issues, interpretation of rules and guidance documents, and technical guidance.

When contamination is discovered on brownfields, the cleanup criteria established under the Ohio VAP will be used to identify and address on-site health and environmental threats posed by contamination. If contamination discovered through assessment has the potential to negatively impact the health of local populations, especially as related to off-site exposures; the OEPA will be notified and brought in as a project partner with the Village and MCHD.

3.c. Partnerships with Community Organizations: The Village identified the following organizations as project partners. The organizations' letters of support are included in Attachment B.

Morrow County Soil and Water Conservation District (MCSWD) provides leadership and services that enable local residents to conserve, protect, and enhance soil, water, and land resources. The MCSWD will support the Village in identifying potential target sites along Whetstone Creek to receive Assessment Grant funding and will inform the community through press releases and newsletters.

Morrow County Development Office (MCDO) works to promote economic growth and prosperity in Mount Gilead and the County by matching businesses with properties that meet their needs. The MCDO will assist the Village by hosting public meetings and informing businesses and potential developers about the brownfields program and marketing assessed brownfields to new and expanding businesses.

United Way of Morrow County (UWMC) is based in Mount Gilead. Their mission is to build bridges between people who want to help and people who need help. They rely on experienced volunteers, loyal donors, effective member agencies and dedicated staff to help realize their mission. UWMC will provide meeting space for community meetings regarding the brownfields



program and will help communicate and coordinate with other non-profits in the Village about the brownfields program.

4.0 Project Benefits

4.a. Health and/or Welfare and Environment: The specific health and/or welfare and environment benefits associated with the priority brownfields in the targeted community are summarized below.

Priority Site	Health and/or Welfare and Environment Benefits
HPM Plant 2	Assess and identify hazardous substances impact to facilitate remedial planning that will limit vapor intrusion concerns on-site and for nearby residents and direct contact exposures. Also assess and abate hazardous building materials to limit visible emissions and inhalation exposures to residents during renovation or demolition.
Core Systems	Assess and identify hazardous substances impact to plan remedial activities that will limit direct contact concerns on-site and for nearby residents and businesses. Also assess and abate hazardous building materials to limit visible emissions and inhalation exposures to residents during renovation or demolition.
Former Bulk Oil Station	Assess and identify hazardous substances to evaluate potential for off-site migration of contaminants to adjacent neighborhoods and facilitate remedial planning, if necessary.
Former Coal Yard	Identify and mitigate impacted soil to facilitate remedial planning to limit ingestion and direct contact concerns for nearby neighborhood children and direct contact concerns for site redevelopment.

The priority brownfields are located adjacent to or near low-moderate income neighborhoods directly affected by the recent HPM Plant 2 and Core Systems plant closures. Therefore, reductions in health and welfare threats will be directly beneficial to the disproportionately affected, underprivileged residents, helping to address the environmental justice issues these sites present. Redevelopment of these brownfields also follows Mount Gilead's Comprehensive Plan strategic blueprint for community development and redevelopment in the 1.6 square miles that comprise Mount Gilead. It also epitomizes the equitable development principles of utilizing new investment in economically disadvantaged neighborhoods in a way that directly benefits the residents. The redevelopment outcomes of this project coincide with the Livability Principle of valuing and supporting the community and its neighborhoods. The redevelopment of priority brownfields will also lead to mitigation of nonpoint pollution sources and illicit discharges, improving water and sediment quality in Whetstone Creek, and improving the quality of groundwater, protecting the primary drinking water source for Mount Gilead residents. This will result in reduction in contaminants, improving aquatic life, and allowing for fishing and additional recreational opportunities.

4.b. Environmental Benefits from Infrastructure Reuse/Sustainable Reuse

4.b.i. The Village actively incorporates infrastructure reuse and sustainable reuse into everyday redevelopment planning and will do so with brownfields planning as well. Mount Gilead's brownfields are already equipped with existing infrastructure such as roads, railroads, utilities, water lines, and sewers. The Village has completed a lighting retrofit of its office building by



switching to higher efficiency fluorescent lights. Mount Gilead's water treatment plant will undergo a significant upgrade this year; it will include switching to higher efficiency fluorescent lights and installation of roof-mounted solar panels. A solar array is planned for the sewer plant in 2014. Electricity generated from the solar array will be sold to the Village at a cost of 7 cents per kilowatt hour versus the current 10 cents per kilowatt hour currently paid for electricity. Mount Gilead incorporates sustainability into routine operations and realizes significant cost savings, all while investing in the community's future.

The current financial condition of the Village makes it nearly impossible to capitalize new infrastructure; therefore, the Village has decided that grant funds and other redevelopment incentives will only be provided to projects located on sites where infrastructure necessary to support the project already exists or can be upgraded at a reasonable cost. By incentivizing brownfield redevelopment in this fashion, the Village will direct development into areas with existing infrastructure, limiting expenditures on utility extensions, reducing the use of construction materials and air emissions from construction. The Village also will use Assessment Grant funds and other brownfield incentives as "carrots" to encourage the incorporation of sustainable and "green" redevelopment components, such as innovative stormwater management techniques (rain gardens, bioswales, etc.), use of low-volatility building materials, and installation of energy efficient heating/cooling and lighting systems. If demolition is necessary, the Village will strongly encourage deconstruction practices rather than traditional demolition of buildings and recycling/reuse of demolition debris. The Village will be integrally involved in brownfield redevelopments and will encourage/require the use of green site investigation (e.g., in-situ data loggers, direct-push drilling, and solar-powered equipment and charging systems,) and remediation techniques (e.g., idling reduction plans for equipment, diesel vehicle retrofit technologies) during site cleanup and redevelopment.

4.b.ii. Mount Gilead's successful assessment of HPM Plant 1 (Section 5.c.) became a reality as a direct result of a \$297,000 Clean Ohio Assessment Grant. The HPM Plant 1 site is located adjacent to neighborhoods where a disproportionate percentage of the Village's available labor pool resides. The planned redevelopment of the site for new technology industries, now that it has been assessed, complements the Livability Principals of supporting existing communities and valuing communities and neighborhoods.

4.c. Economic and/or Non-Economic Benefits:

4.c.i. The biggest economic benefits of brownfields redevelopment will be increased jobs, economic activity, and tax revenues. Redevelopment of the Priority Sites for continued industrial operations is a high priority. Mount Gilead's goal is to replace as many of the previously lost, higher wage jobs as possible for their residents. This will be accomplished by attracting new industries and manufacturers to defunct and severely underutilized sites. Assessment Grant funds will help new and expanding businesses offset the higher costs of environmental due diligence, site cleanup and redevelopment planning, and exposure controls to add incentive to converting the Village's existing brownfields into new homes for their firms.

4.c.ii. Currently, there is no EPA Environmental Workforce Development/Job Training program in the Mount Gilead area. Morrow County offers two programs to assist local businesses with training new workers and retraining existing workers. Job opportunities in brownfields assessment, cleanup, or redevelopment related to the brownfields program will be posted on the County Department of Job and Family Services website.



5.0 Programmatic Capability and Past Performance

5.a Programmatic Capability The Village, a micro-community of 3,660 residents, has the technical, administrative, and accounting capabilities and management systems in place to successfully manage this Assessment Grant. The Village Administrator has successfully managed numerous Federal and State grant and loan programs. The Village Treasurer, who completed the financial tracking for the Clean Ohio Assessment Grant as well as other state and federal grants, will provide financial tracking and grant documentation support to ensure that grant requirements are met. The experience and qualifications of each of these key members of the project team are discussed below.

The project team will be lead by Mr. Dan Rogers, who will serve as Project Director. Mr. Rogers is Mount Gilead's Village Administrator and has over 15 years experience in grant management, economic development and brownfields redevelopment in the Village. He managed the Village's 2010 Clean Ohio Assessment Grant for assessment of the HPM Plant 1 site, as well as all of Mount Gilead's State Capital Improvement Fund projects, and a \$7 million loan from the Ohio Water Development Authority (OWDA) for the water treatment plant upgrade. Mr. Rogers will be responsible for all grant operations and management of the environmental consultant. Ms. Sue Mermann, the Village Clerk / Treasurer will serve as the Financial Manager. She will be responsible for establishing and managing the program's internal financial accounts and making payment and transfers through the Automatic Standard Application and Payments (ASAP) system.

The Village will retain a highly competent environmental consultant to assist in managing and tracking the activities funded by the Assessment Grants and to conduct the environmental assessments. The environmental consultant will be retained using a Qualifications-Based Selection Process that complies with the applicable federal procurement regulations (40 CFR §31.36). The selected consultant will be experienced in all aspects of EPA Assessment Grant management and will have demonstrated extensive experience with, and understanding of, the Ohio Voluntary Action Program (VAP), managed at least five EPA Assessment Grants projects, and successfully managed at least three successful brownfields redevelopment projects where multiple brownfields redevelopment financing incentives were leveraged.

Ms. Mermann and the Village Mayor will become familiar with the new grant operations so either can immediately step in as either interim or replacement Project Manager in case of loss or re-assignment of the active Project Manager. The Mayor and the environmental consultant will have responsibility for continued operations, selection, and training of a new Project Manager and team members, if needed.

5.b. Adverse Audits: The Village has had no adverse audit findings with management of grants. Mount Gilead has significant budget controls and processes in place to manage all municipal funding streams.

5.c. Past Performance and Accomplishments: The Village of Mount Gilead has not been the recipient of an EPA Brownfields Assessment, Revolving Loan Fund, or Cleanup Grant. The Village did, however, receive a \$297,602 Clean Ohio Grant in 2010 to conduct assessment activities at the HPM Plant 1 site. The HPM Plant 1 site is located adjacent to two of the Village's Priority Brownfield Sites and to neighborhoods where a disproportionate percentage of the Village's available labor pool resides. Analytical results indicated that one area of soil (approximately 795 cubic yards) was impacted with polychlorinated biphenyls (PCBs) and two areas of soil (approximately 860 cubic yards and 105 cubic yards) were impacted with polynuclear aromatic hydrocarbons (PAHs). In addition, groundwater throughout the site was impacted with chlorinated



solvents. Furthermore, asbestos-containing materials, including pipe insulation, roofing panels, window glazing compound, ceiling tiles, floor tiles, and mastic, were located throughout the on-site buildings. All funds were expended by the end of the Grant periods. Mr. Rogers successfully managed the grant; complied with the project Work Plan and all grant requirements; and completed project reporting in a timely manner. Remedial options and cost estimates were subsequently developed based on the reported analytical results.

The Village also received a \$500,000 competitive water and sewer grant through the Community Development Block Grant (CDBG) program. The grant was used for sorely needed upgrades to the Village's sewer plant. These upgrades, along with the planned solar array installation in 2014, will give Mount Gilead a modern, state-of-the-art sewer plant.



ATTACHMENT A

THRESHOLD DOCUMENTATION



THRESHOLD CRITERIA FOR ASSESSMENT GRANTS

Applicant Eligibility

The Village of Mount Gilead is a general purpose unit of local government in the State of Ohio.

Letter from State Environmental Authority

Letters from the Ohio Environmental Protection Agency (OEPA) is attached.

Community Involvement

The Village of Mount Gilead has an established culture of community involvement. The development of the Comprehensive Plan is a prime example of Mount Gilead's community participation. Public meetings were held and surveys to collect ideas and develop detailed recommendations. On third of Mount Gilead residents helped determine the community's vision and the Steering Committee, which included Village leaders, residents, and business owners incorporated community input into the final Plan. The Village will use this successful model to incorporate community involvement in the Assessment Grant project.

The Plan for involving the affected community will include three primary efforts: **1)** notification of Grant award, **2)** "kick-off" meeting and initial outreach, **3)** on-going education and communication. Mount Gilead's residents rely on local newspapers and radio stations and the Village's website to receive day-to-day news on issues that affect them; therefore, notification of the grant award will be accomplished through the following:

- Issuing an initial press release within the Morrow County Sentinel. The Village will also place advertisements on local radio stations (WVXG-FM and WMRN-FM). Hard copies of the draft Work Plan will be made available at the Mount Gilead public library to ensure access for those without appropriate information technology availability, knowledge, or experience.
- Notifying key community based organizations (e.g., that will have an active role in the project (described in 3c).
- Posting notification of the award and EPA Brownfield Program information on the Village website.

Secondly, the Village will host an initial public kick-off meeting at an appropriate, centralized public venue (e.g. Village Hall) to acquaint the key organizations, as well as community and environmental organizations, educational institutions, and the general public. The Village will educate the organizations on the program and solicit input on brownfields and projects with the highest degree of community interest for assessment and/or redevelopment. The outcomes of the meeting will be distributed through the Village website.

Thirdly, the Village will continue education and outreach activities, including:

- Developing and hosting a brownfields workshop within the first year of the grant program, in coordination with community partners. The OEPA and EPA will be invited, as well as area developers, businesses, lenders, and other business representatives. The workshop will provide a venue to promote and report on the progress of the Village's Brownfields Program, solicit community input, promote specific redevelopment opportunities, and connect sites with developers and end users.

- Providing regular updates on program progress through the Village website.
- If additional information on brownfield projects is requested by citizens or community organizations, additional public meetings will be coordinated as necessary.

Following completion of an assessment, assessment and cleanup/reuse information will be provided to appropriate community and project stakeholders, including results of the assessments, and explaining health and environmental impacts of findings. The Village and the environmental consultant will present the information at a level of detail dictated by the audience. If health threats are identified, the Village and the Morrow County Health Department (MCHD) will become partners in community involvement and education (Section 3.b) in their areas of specialty. When cleanup and/or redevelopment planning is initiated for a site, more intensive involvement activities, including explanations of plans and solicitation of comments and feedback, will be implemented. At the close of the project, the Village will provide a final report to the community summarizing project outputs and outcomes.

Site Eligibility and Property Ownership Eligibility

The applicant is requesting a community-wide assessment grant; therefore, site eligibility and property ownership eligibility criteria do not apply.

ATTACHMENT B

LETTER FROM STATE AUTHORITY





John R. Kasich, Governor
Mary Taylor, Lt. Governor
Craig W. Butler, Interim Director

January 15, 2014

U.S. Environmental Protection Agency, Region 5
Brownfields and Early Action Section
ATTN: Linda Mangrum and Kelley Moore
77 West Jackson Blvd.
Mail Code SM-7J
Chicago, IL 60604-3507

RE: Village of Mount Gilead Community-Wide Assessment Grant Proposal

Dear Ms. Mangrum and Ms. Moore:

I am pleased to offer the Ohio Environmental Protection Agency's support for the Village of Mount Gilead Assessment Grant Application. We have worked with the Village of Mount Gilead in the past and hope to be able to provide support to the Village under the Assessment, Cleanup and Revolving Loan Fund Grant program established by the Small Business Liability Relief and Brownfield Revitalization Act (P.L. 107-118).

The funding the Village is requesting under their community-wide assessment grant proposal will be used to assess a cluster of four priority sites on the west side of the Village. Two of the sites, a former plastic injection molding facility and a hydraulic press manufacturing facility, closed their doors within the past five years, which caused over 500 jobs to be lost. The other sites are a former coal yard a former bulk oil facility. If awarded, the Assessment Grant will be used to build upon existing economic development programs, helping incentivize development of vacant brownfield sites near residential communities; preserve valuable urban green spaces; and encourage development of a sustainable community to match its creation of a new sustainable economy.

We look forward to working with the Village of Mount Gilead and U.S. EPA on this project. If you have any questions, please do not hesitate to contact me at 614-644-2285.

Sincerely,

A handwritten signature in black ink, appearing to read "Amy Yersavich". The signature is fluid and cursive, written over the printed name.

Amy Yersavich, Manager
Ohio Environmental Protection Agency
Site Assistance and Brownfield Revitalization

cc: Rhonda F. Miller, CHMM, Project Consultant, Soil and Materials Engineers, Inc.
Dan Rogers, Village Administrator, Village of Mount Gilead
Debbie Strayton, Ohio EPA, DERR/CDO

ATTACHMENT C

LETTERS FROM COMMUNITY-BASED ORGANIZATIONS



The United Way of Morrow County, Inc.



P.O. Box 84 Mt. Gilead, Ohio 43338 419.946.2053 Fax: 419.946.2054

January 22, 2014

Mr. Dan Rogers

Village Administrator

Village of Mt. Gilead

72 West High Street

Mt. Gilead, Ohio 43338

Re: Letter of Support for U.S. EPA Brownfields Assessment Grant

Dear Dan,

The United Way of Morrow County is pleased to offer support for Mount Gilead's EPA Assessment Grant application.

There are two ways the United Way of Morrow County is willing to partner with Mount Gilead to support this project:

- 1) provide meeting space for community meetings regarding the brownfields program, and 2) communicate and coordinate with other local non-profits about the assessment grant.

The United Way of Morrow County has a long tradition of working with Mount Gilead to enhance the quality of life in our community. Please let Me know if we can be of further assistance with this project. I applaud your efforts to enhance Mount Gilead through this project.

Sincerely,

Jodi Hayes

Executive Director

Morrow County Development Office
80 N. Walnut Street, Suite B
Mt. Gilead, Ohio 43338
419.947.7535 *talk*
419.947.7686 *fax*
www.morrowcountydevelopment.com

January 21, 2014

Mr. Dan Rogers
Village Administrator
Village of Mount Gilead
72 West High Street
Mount Gilead, Ohio 43338

Re: Letter of Support for U.S. EPA Brownfields Assessment Grant

Dear Dan,

The Morrow County Development Office (MCDO) is pleased to support Mount Gilead's EPA Brownfields Assessment Grant application. The MCDO is the leading voice for industrial and commercial redevelopment in Mount Gilead and throughout the County.

The MCDO will collaborate with the Village by 1) hosting public meetings, and 2) informing business and potential developers about the brownfields program and marketing assessed brownfields to new and expanding businesses.

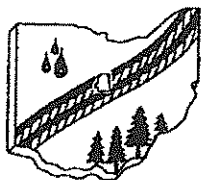
With Mount Gilead's experience brownfields team, the Village has tremendous potential to take advantage of continually-improving economic development infrastructure within its borders.

We strongly urge the EPA to fund this grant application for the benefit of Mount Gilead, Morrow County, and the greater region.

Sincerely,



Patricia K. Davies
Director of Operations



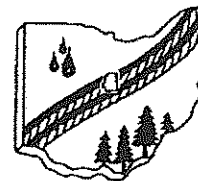
Morrow Soil & Water Conservation District

871 West Marion Rd., Suite 203

Mt. Gilead, Ohio 43338

419-946-7923

morrowsw@redbird.net



January 21, 2014

Mr. Dan Rogers
Village Administrator
Village of Mount Gilead
72 West High Street
Mount Gilead, Ohio 43338

Re: Letter of Support for U.S. EPA Brownfields Assessment Grant

Dear Dan,

Please accept this letter in support of Mount Gilead's application for a U.S. EPA Brownfield Assessment Grant. The Morrow Soil and Water Conservation District supports this application as a means of promoting a healthier community and natural environment.

The Morrow Soil and Water Conservation District will support the Village in identifying potential target sites along Whetstone Creek to receive Assessment Grant funding and will inform the community through press releases and newsletters.

We are committed to addressing the issues of brownfields and strongly urge the EPA to fund Mount Gilead's grant application.

Sincerely,

Dan Barker
Program Administrator
Morrow Soil & Water Conservation District

ATTACHMENT D

OTHER FACTORS CHECKLIST



Appendix 3 Other Factors Checklist

Name of Applicant: Mount Gilead, Ohio

Please identify (with an **X**) which, if any of the below items apply to your community or your project as described in your proposal. To be considered for an Other Factor, you must include the page number where each applicable factor is discussed in your proposal. EPA will verify these disclosures prior to selection and may consider this information during the selection process. If this information is not clearly discussed in your narrative proposal or in any other attachments, it will not be considered during the selection process.

	Other Factor	Page #
X	Community population is 10,000 or less	1
	Federally recognized Indian tribe	
	United States territory	
	Applicant will assist a Tribe or territory	
	Targeted brownfield sites are impacted by mine-scarred land	
	Targeted brownfield sites are contaminated with controlled substances	
	Recent natural disaster(s) (2006 or later) occurred within community, causing significant community economic and environmental distress	
X	Project is primarily focusing on Phase II assessments.	6
	Applicant demonstrates firm leveraging commitments for facilitating brownfield project completion by identifying amounts and contributors of funding in the proposal and have included documentation	
X	Community experienced manufacturing plant closure(s) (2008 or later) tied to the targeted brownfield sites or project area, including communities experiencing auto plant closures due to bankruptcy or economic disruptions.	1
	Recent (2008 or later) significant economic disruption (<u>unrelated</u> to a natural disaster or manufacturing/auto plant closure) has occurred within community, resulting in a significant percentage loss of community jobs and tax base.	
	Applicant is a recipient or a core partner of a HUD-DOT-EPA Partnership for Sustainable Communities (PSC) grant that is directly tied to the project area, and can demonstrate that funding from a PSC grant has or will benefit the project area. To be considered, <u>applicant must attach documentation</u> which demonstrates this connection to a HUD-DOT-EPA PSC grant.	
	Applicant is a recipient of an EPA Brownfields Area-Wide Planning grant	
	Community is implementing green remediation plans.	
	Climate Change	